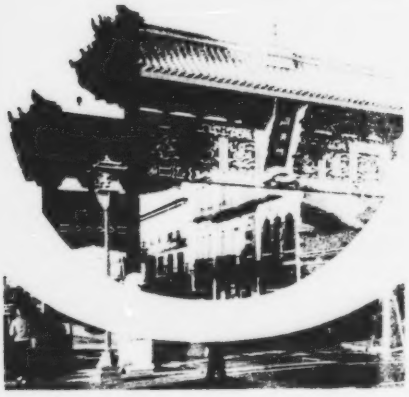
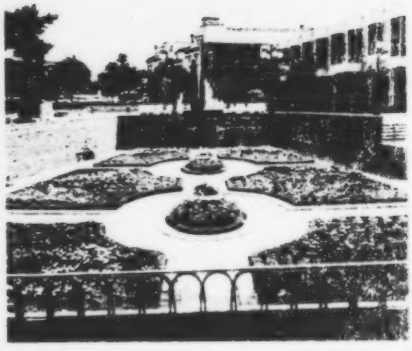
THIRTY YEARS OF EFFORT

A History of the Provincial Capital Commission 1956-1986





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THIRTY YEARS OF EFFORT

1956 - 1986

Recording 30 years of amenity enhancement
in Victoria's Capital Region
by the Capital Improvement District Commission (CIDC)
and the Provincial Capital Commission (PCC).

Canadian Cataloguing in Publication Data
Main entry under title:
Thirty years of effort, 1956-1986

Cover title: A history of the Provincial Capital Commission, 1956-1986.
ISBN 0-7726-0713-3

1. British Columbia. Provincial Capital Commission - History. 2. City planning - British Columbia - Victoria Metropolitan Area - History. I. British Columbia. Provincial Capital Commission. II. Title: A History of the Provincial Capital Commission, 1956-1986.

HT169.57.C32V52 1987 354.71100818 C87-092183-5

Contents

Chairman's Message	5
The Provincial Capital Commission Turns Thirty: 1956-1986	7
The Provincial Capital Commission: Make-Up and Mandate	11
Significant Historical Dates	17
The Capital Improvement District	21
CIDC/PCC Members 1956-1986	23
Provincial Capital Commission Projects	27
Provincial Capital Commission Project Numbers and Expenditures	28
Scenic Marine Drive	35
Quadra Park	37
The Gorge Waterway	39
The "Greenbelt" Story	43
Fleming Beach, Esquimalt	47
West Bay - Esquimalt and Victoria	49
Crystal Garden	51
Colquitz River Park	53
Mount Tolmie Development	55
Beacon Hill Park	57
Parliament Buildings Precinct	59
St. Ann's Academy	61
Comprehensive Plan	65
Project Identification Program	67
The Future	68

K.A.S. Hill, Chairman

Chairman's Message

Thirty Years of Effort

This fiscal year saw the completion of 30 years of continuous service by the Provincial Capital Commission and its predecessor, the Capital Improvement District Commission.

Since the address by the Honourable Wes Black to the first meeting on 5th June 1956, the Commission met 215 times, exclusive of subcommittee and executive committee meetings, in the constant striving for improvement of the amenities of the Capital Region of British Columbia.

In order to commemorate and document the history of this significant record of effort, the Commission is publishing this record of the 30 years of achievement.

During its first 30 years, the Commission was served by 61 Commission members, five ministers responsible, five chairmen, two chief executive officers and four secretaries appointed by an Order-in-Council.

The 30 years of effort produced in excess of 90 beautification projects and resulted in development of a portfolio of some 44 critical properties in the designated area.

Commission members will continue to pursue their important mandate of amenity enhancement in their traditionally quiet, cooperative, and unassuming manner. In spite of this, or perhaps because of it, residents of British Columbia can look forward to continued enhancement of their provincial capital.

K.A.S. Hill
Chairman

The Provincial Capital Commission Turns Thirty: 1956-1986

by Alison Sorbie
Architecture Student, UBC
Summer 1985

> "..the (provincial) government had in mind the developing, for posterity, of the general area comprising the Capital Improvement District to make this area worthy of being the capital of the great province that B.C. is rapidly becoming."
>
> — Hon. W.D. Black,
> Provincial Secretary in his
> opening address at the first
> Commission meeting, 5th June 1956

The Capital Improvement District Commission, (CIDC) forerunner of the Provincial Capital Commission (PCC), was the culmination of a concept generated by the former premier, W.A.C. Bennett, in the 1950s. With a great love for his capital city, Victoria, he was determined to realize its full potential as the gem and political eye of the province of British Columbia. With characteristic foresight, he sought to create a body of individuals interested in achieving this goal through beautification policies. Thus, on 1st March 1956, an act was passed establishing the CIDC. The title is significant. Also delineated at that time were the boundaries of an area surrounding and including the city of Victoria known as the Capital Improvement District (CDI). At first, the Capital Improvement District included the four core municipalities of Esquimalt, Oak Bay, Saanich, and the city of Victoria; although it has since expanded to embrace Central Saanich, North Saanich, Sidney, Colwood, and Metchosin. The responsibility is large. The Commission endeavoured to aid municipal and civic interests by supplying the advice, capital funds, and impetus to undertake projects that might otherwise have been dismissed.

The Commission began with 11 members, six being appointed by the provincial government and the remaining five by the core municipalities, with two members from the city of Victoria. The members then, as now, serve without remuneration with the enhancement and welfare of their capital city as their primary objective. A chairman and secretary were appointed; R.A. Pennington, who served at that time as Deputy Provincial Secretary, becoming the first chairman. After the first two formative years, he resigned and the post of chairman was assumed by a friend and colleague, J. Everett Brown. Then Deputy Minister of Municipal Affairs, "Ev" Brown had extensive experience in the Greater Victoria region working with the various municipal departments and was to serve the following 22 years (until 1981) as chairman.

In its early years the CIDC established a number of fundamental principles that enabled this diverse organization to look beyond political rivalries and cooperate with a view to a common ideal: a beautiful capital city. It was an unprecedented opportunity to bring together representatives of the various municipalities with the provincial government appointees at one table; and through consistent cooperation, to nurture the development of Victoria to the benefit of all concerned.

Some of the early projects which were most successful were the Scenic Marine Drive (a 17-mile circuit of the coastline from downtown Victoria to Saanich municipality), the Gorge Waterway, and the beautification of the major approaches to the city. Each of these transcends municipal boundaries, just as the Commission ignored political jurisdiction in determining the merits of a possible project. By dividing these larger projects into phases, the work could be accomplished within the yearly budget, and each municipality could gradually incorporate the new amenity into its maintenance schedule.

Another policy adopted from the start was that of holding meetings in camera and recording the minutes without names. This ensured a forthright, diplomatic atmosphere and discouraged any politically motivated discussion.

The Commission underwent a dramatic change in 1977, prompted by then Recreation and Conservation Minister Sam Bawlf. By gaining title to certain properties, the Commission assumed a more active role in the development of the community; as well, a new dimension was added to its capabilities. Primarily along the major highway approaches to Victoria, this real estate was regarded as a resource to be retained for posterity, not as a commodity for future

developments.

A permanent staff was acquired with technical and professional expertise in aspects of planning, architectural and engineering design, and property management. A new name accompanied these changes and the Provincial Capital Commission went to work. Direct continuity was maintained with the CIDC; meetings became more frequent and regular, being scheduled on a monthly basis; and projected goals retained their correct position of relevance to the overall framework. The newly-appointed Chief Executive Officer, George Giles, together with Secretary/Project Manager Ken Patton, provided necessary liaison with the staff.

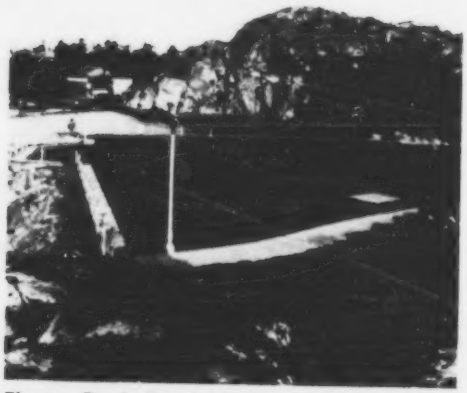
The most crucial matter facing the modified Commission was that of enhancing and upgrading Victoria's Inner Harbour. Undisciplined development and exploitation of this key area had led to deterioration and fragmentation. Over the next few years, the Commission provided the initiative, direction, and sensitivity to revive this singularly lovely setting, helping it to attain the magnificence, indeed the significance, which it enjoys today.

Since its inception in 1956, the Commission has evolved to keep pace with Greater Victoria's expansion and sophistication. Thirty years and over 90 projects later, the Commission has proved eminently successful in maintaining a coherence and quality in its contributions despite changes in government and economics.

Decisions that are made today will be increasingly relevant in the future. The regional outlook and collective perspective that the Provincial Capital Commission can offer is already demonstrated throughout the Capital Region, improving the quality of daily living to which Victorians have become accustomed. With sincerity and concern, the members of the Commission have shown over the past 30 years, their unfailing devotion to Victoria, the heart of the province. In this case, perhaps more than ever before, the whole has proved greater than the sum of the parts.

Bowker Creek, Oak Bay

West Bay Walkway



Fleming Beach, Esquimalt

Wharf Street Waterfront from the air

Centennial Square

Wharf Street Retaining Wall

The Provincial Capital Commission:

Make-Up and Mandate

Although current legislation creating the Provincial Capital Commission only goes back to 1977, the origins of the Commission go back to the first meeting of the Capital Improvement District Commission held on 5th June 1956. The Provincial Capital Commission has jurisdiction over 45 properties within the Capital Improvement District, an area of approximately 155 square miles, 99,000 acres, or 40,065 hectares. The assessed value of the 45 holdings of the PCC in 1986 was approximately 25 million dollars.

The Provincial Capital Commission was established by an act of the Legislature as a semi-autonomous corporate body. The act calls for a membership of 14 persons on the Commission. Eight of the appointments are made by Order-in-Council including the chairman and vice-chairman.

The core municipalities appoint the remaining six members:

- two by the city of Victoria
- one by the municipality of Esquimalt
- one by the municipality of Oak Bay
- two by the municipality of Saanich

The Commission usually meets once a month and sub-committees may meet more often depending on the demands of their specific task.

The Commission operates only two properties directly. It staffs and operates the Crystal Garden and is responsible for managing St. Ann's Academy which was designated as a Provincial Heritage Site in 1984.

Some Commission properties are leased while many, as intended, remain undeveloped.

The Undersea Gardens, the Wax Museum, Rattenbury's Restaurant, and the Coho Ferry are all tenants of the PCC, as is Tourism Victoria and the Victoria Conservatory of Music.

The majority of the Commission's beautification work has taken place in cooperation with, and often at the initiation of area municipalities.

Since 1956 the Commission has expended or committed some eight million dollars in beautification of the Capital Region in association with Greater Victoria municipalities. These projects number over 90, with some of the main ones being:

1) Gorge Waterway upgrading
2) Improvements to the Dallas Road Waterfront improvements and development of the Scenic Drive
3) Beacon Hill Park illumination
4) Centennial Square, Victoria
5) Mount Tolmie landscaping and beautification
6) Inner Harbour developments
7) Fleming Beach, Esquimalt
8) Mount Douglas Park, Saanich
9) West Bay Seafront Walkway
10) Bowker Creek, Oak Bay
11) Colquitz Creek Park development
12) Wharf Street Rock Wall beautification
13) Pioneer Park, Brentwood Bay
14) Reay Creek Park

Generally, the Commission has kept a low profile, attempting to do good things for the Capital Improvement District without making a lot of noise.Commission meetings are held in camera because much of the discussion involves acquisition of and negotiations for property and because, for the most part, the PCC only recommends action to the minister responsible.

Although the Commission gets a small annual grant from the province, most of its funding comes from self-generated revenues. Since the Commission is a landlord and holds title to some valuable properties, it is able to generate sufficient revenues from those properties to support much of its work.

While the Commission's mandate is to enhance and beautify the environment of the Capital Region a number of the properties to which it holds title are commercially viable. In many instances these holdings are utilized as revenue

generators which provide the fiscal resources required to carry out the environmental enhancement mandate.

Much of what the Commission accomplishes is the result of consultation, cooperation, collaboration, and advocacy. There are few teeth if any, in the Capital Commission legislation which would allow the members to exert a heavy hand and stop what is thought to be inappropriate development or to expropriate property or take other similarly harsh action.

Because of the nature of legislation and the make-up of the area over which the Commission has some jurisdiction, the consultative, cooperative, collaborative, and advocative approach is probably the only approach possible.

One of the primary goals of the Capital Improvement District Commission when it was first developed was to protect and preserve the entrances to Greater Victoria by purchasing significant tracts of land for open space purposes and to maintain green, growing, and attractive entrances.

The approach used was to engage realtors who acted anonymously on the Commission's behalf, picking up options and ultimately purchasing tracts of appropriate land. The operation was so secretive that it even operated under a code name (appropriately, it was called greenfields).

The experience led to one undeniable conclusion: The Commission did not have, and probably never would have, sufficient resources to purchase all the land it thought necessary to accomplish its mandate.

As a result of that experience and others, the Commission adopted an approach for protecting lands called:

Strategy for Preserving (or Enhancing) Appropriate Properties in the Capital Improvement District

It is a hierarchial approach (first alternative being most desired, second less so, etc).

1. Have municipal partners purchase or otherwise obtain title to subject property.
2. Influence development of privately held property (e.g., through permit recommendations to municipalities).
3. Obtain easements or rights-of-way for the purpose of preventing undesirable development and/or screening/ beautifying critical areas.
4. Directly, or by agreement, arrange for screening of undesirable developments (i.e., preferably by landscape

design, plant materials, etc., alternatively by aesthetically pleasing fencing).

5. Acquire land by fee simple (purchase/transfer).

When Crown provincial lands are involved, the Provincial Capital Commission often requests a Crown grant. Much of the property has been obtained in that manner, and in other instances, municipalities have transferred property to the Commission when they felt it needed protection or enhancement and when they didn't have the resources or capability to achieve such objectives.

In essence then, the Commission sees direct ownership of property as an act of last resort where protection or enhancement of the environment is required. Commission members don't much care who accepts responsibility or who has jurisdiction over near urban and regional open space, as long as needed open space is maintained and enhanced to the benefit of the Capital Region, its residents, and visitors.

The Commission works with other agencies in the following ways:

Development of High Profile Open Space

The Commission often provides very significant capital funding to assist municipal authorities with open space development which is judged to be of importance to the Capital Improvement District. These capital funds come from the provincial government and from self-generated revenues. Funds are allocated on the basis of demonstrated need to the extent of funds available to the Commission. There are no precise guidelines for such assistance—the Commission may make only a small contribution to the project whereas in other cases, it may provide the entire cost of the project. The Capital Commission seldom undertakes capital improvement projects directly unless the development is on its own property.

Operation and Management of Open Space

The Provincial Capital Commission does not consider itself a direct service agency, consequently the approach utilized is to involve others wherever possible in operation and management of open space. The usual procedure is to agree to provide capital development funds on the understanding that a municipality or the regional government will undertake the operational responsibilities.

There are instances where, for one reason or another, a

municipality has chosen not to be involved, and the Commission has taken up the slack by accepting the maintenance responsibility. In such circumstances the Commission contracts the maintenance of the areas in question both because it does not have the staff resources required and also because, at some point in time, it hopes to be successful in encouraging the municipality to accept the operational responsibility.

Even where property is owned by the Commission, the PCC attempts to divest itself of operational and management responsibilities. This is done by issuing long term nominal fee leases to municipal governments or by entering into management agreements with municipalities.

The view taken is that when all parties have shared objectives concerning the attractiveness of the Capital Region they should adopt whatever solution seems to best fit the particular circumstances. The Commission is guided or constrained by very little in the way of policy, rules, regulations, etc. Whatever seems reasonable is adopted.

Inter-Relationship of Parks and Open Space

Obviously with the wide range of municipal governing units in the Capital Region, there are a variety of parks under the jurisdiction of a variety of agencies. There is no comprehensive parks and open space system agreed to by the various jurisdictions in the Capital Region. In most instances the park and open space opportunities provided by the Commission are seen as an appropriate part of one of the separate municipal systems because the regional government has several localized semi-autonomous operating systems.

On occasion, where there is either disagreement or lack of consensus as to the appropriate niche into which a park or open space amenity fits, the Provincial Capital Commission may be the steward of last resort. Perhaps the Commission can be viewed as an agency which ensures that nothing falls through the slats when it comes to the protection and enhancement of environmentally important open space in the Capital Region.

The Commission recognizes that Greater Victoria is not for residents only. Its pleasures are to be shared by local residents, citizens from the rest of the province, and visitors from beyond the borders of British Columbia. Each year over two million visitors stop in Greater Victoria, taking in the sights, sounds, and pleasures of this jewel on the Pacific. Residents and

decision-makers also recognize the value derived by permanent residents of the area. In return they try to ensure that the area lives up to its billing as the best bloomin' city in North America. Consequently, everyone accepts a share of the responsibility in ensuring that the natural beauty of the region is maintained and enhanced. Parks, gardens, open space and heritage resources are the hallmark and legacy of the Capital Region of B.C. Everyone recognizes that and seems to do his/her best to ensure that the legacy continues.

Parliament Buildings - North Elevation

Significant Historical Dates

- 1st March 1956: Bill 83 respecting the CIDC was given third reading.
- 5th June 1956: The first meeting of the CIDC was held.
- 1st July 1961: Bill 13 to amend the Capital Improvement District Act became effective.
- 21st October 1977: The Provincial Capital Commission Act was proclaimed (name only was amended).
- 19th December 1985: Bill 71 was proclaimed by Order-In-Council 2377/85 as the Capital Commission Amendment Act.

Comments Made by Mayor K.A.S. Hill, Chairman at the 200th Meeting of the Provincial Capital Commission on 22nd January 1985

I am pleased to have this opportunity to meet with you following the 200th meeting, of the Provincial Capital Commission and its predecessor, the Capital Improvement District Commission.

The origins of the Commission go back to the first meeting of the CIDC held on 5 June 1956. The PCC has jurisdiction over 45 properties within the Capital Improvement District, an area of approximately 155 square miles, 99,000 acres, or 40,065 hectares. Since 1956, the PCC has spent or committed approximately 7.75 million dollars on improvement projects in cooperation with the municipalities of Victoria, Esquimalt, Saanich, Oak Bay, Sidney, North Saanich, and Central Saanich.

Although the Commission is perhaps best known for its involvement in the Inner Harbour in some 28 projects with an investment of approximately 3.78 million dollars, its influence has been much more widespread.

A recent research study revealed a total of 90 projects that have been undertaken by the Commission over the past 28

years. Most notable of these include involvement with major parts of the Scenic Drive, the Gorge Waterway, Bowker Creek, the Colquitz River Park, and Beacon Hill Park.

Of the 45 properties under the jurisdiction of the Commission, perhaps two stand out because of their nature. The PCC is responsible for the operation of the Crystal Garden, renovated by the province at a cost in excess of three million dollars, and St. Ann's Academy which was recently designated a Provincial Heritage Building.

I would like to focus for a short while on the St. Ann's Academy property which, I believe, is a significant heritage resource and has perhaps gone unnoticed by the public at large.

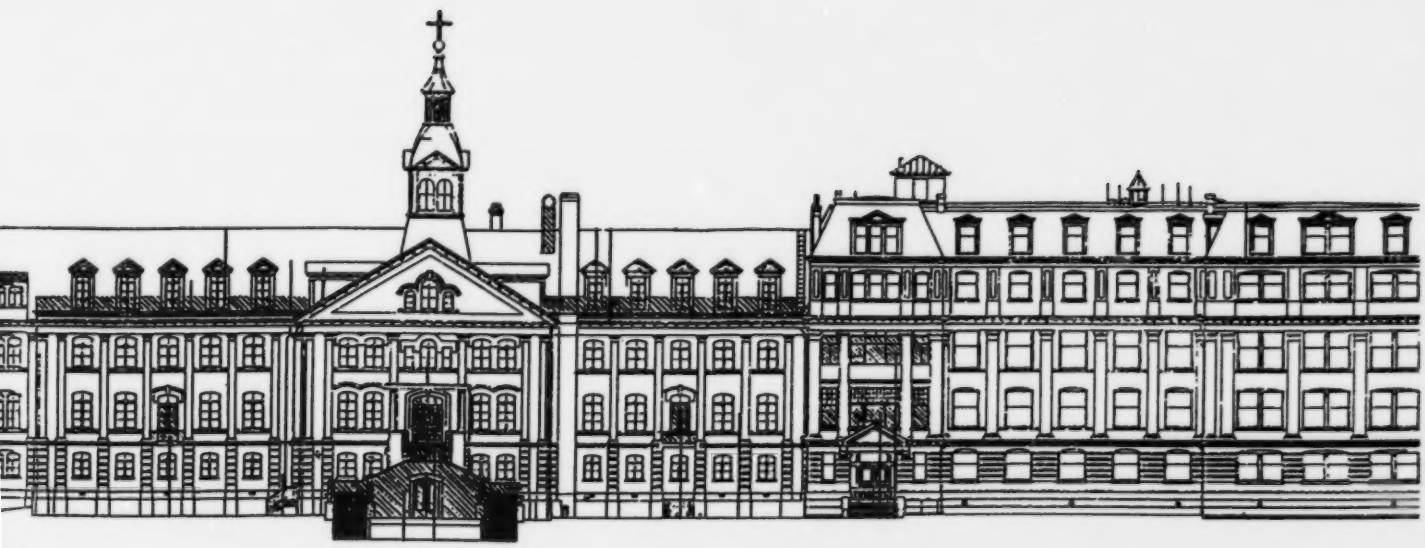
The recent heritage designation ensures that St. Ann's Academy will be preserved. As registered owner of the property, the PCC is responsible for developing a plan of restoration which can be implemented over a period of time. We are currently in the process of organizing a technical planning committee including membership from the Heritage Trust and other significant partners to undertake development of such a plan.

Since the Sisters of Saint Ann is the oldest teaching and nursing order in Western Canada, and since the first portion of St. Ann's Academy was built in 1871, we are hopeful that the federal government will recognize the national significance of St. Ann's with the suitable designation.

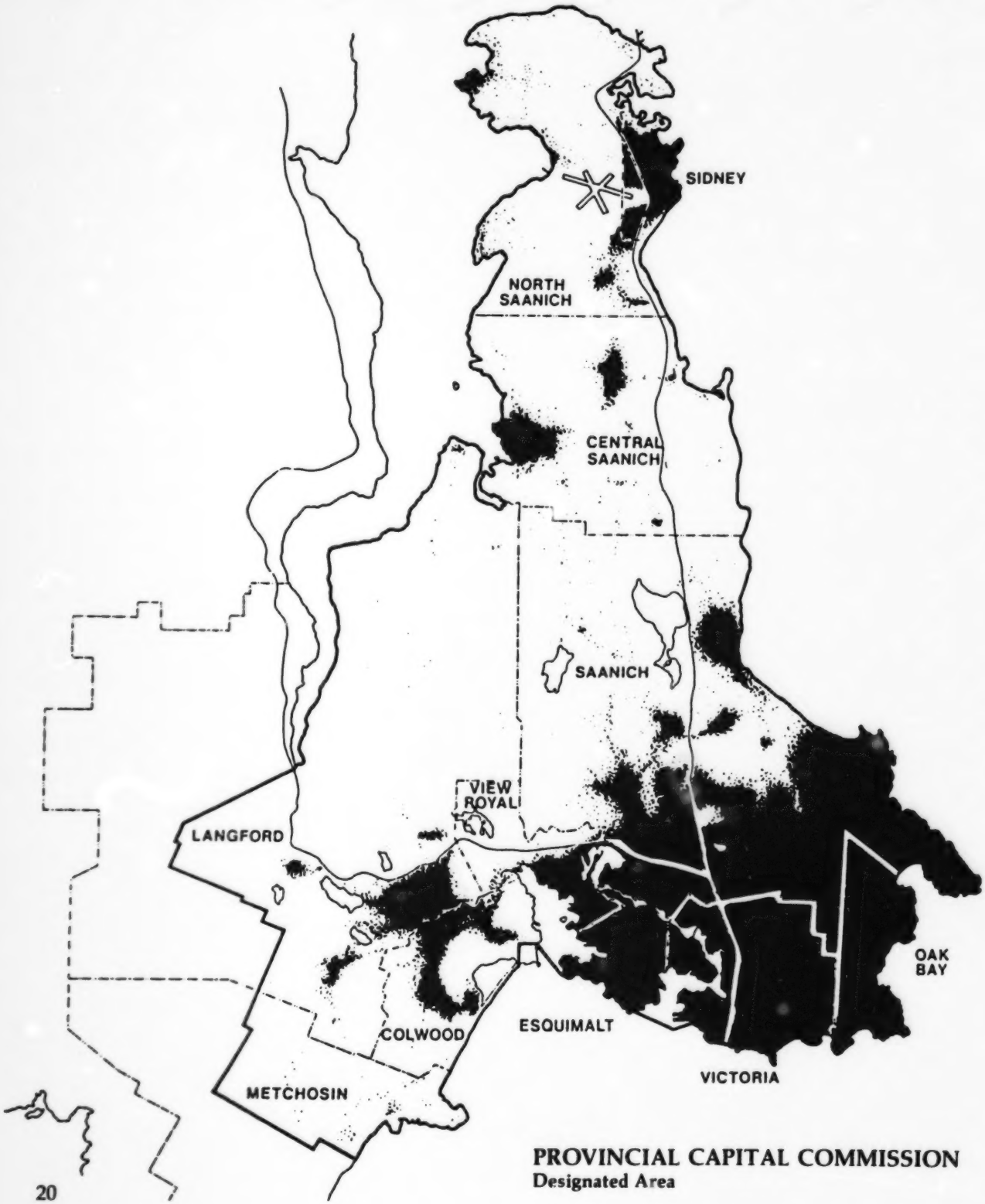
We do not anticipate planning for the restoration of St. Ann's Academy to be completed for approximately two years. In the meantime, however, we are just completing some structural repairs and fire safety-related improvements which we believe will allow us shortly to re-activate our rentals program. It is our objective to have St. Ann's Academy serve as a major focal point for the housing of non-profit cultural, heritage, and other service-related organizations.

At this time, I want to recognize the considerable contribution made to the endeavours of the Commission by Dr. Ron Grant who is the only remaining serving member of the original Commission.

I believe the 200th meeting of the PCC is a time for celebration and reflection. I am proud to have been in the chair for what I believe was a historic meeting. It is fitting that such a meeting was held in historic St. Ann's Academy. We are, however, extremely proud of all of the accomplishments of the PCC and its forerunner the CIDC



St. Ann's Academy - North Elevation



PROVINCIAL CAPITAL COMMISSION
Designated Area

The Capital Improvement District

Athough technically the city of Victoria is the capital of British Columbia, it is the Greater Victoria area where the Provincial Capital Commission pursues its mandate. The Capital Commission Act restricts the jurisdiction of the Commission to a designated area known as the Capital Improvement District (CID). The designated area is shown on the adjacent map and includes the core communities of Victoria, Oak Bay, Esquimalt, and Saanich, all of the Saanich Peninsula, and part of what is termed the "Western Communities."

BEAUTIFICATION COMMISSION IN FIRST MEETING

Inaugural meeting of the Capital Improvement District Commission was held at Parliament Buildings here today. Provincial Secretary Wesley Black urged the group to take a "broad view" of its duties to beautify the capital area. From left, around table, are: J. E. Brown, deputy minister municipal affairs; Esquimalt Reeve A. C. Wurtele; Saanich Coun. Ronald M. Grant; Waldo M. Skillings; chairman, deputy provincial secretary, R. A. Pennington; Mayor Percy Scurrah; deputy lands minister, E. W. Bassett; Saanich Reeve Arthur Ash; deputy works minister, C. D. Campbell; A. S. G. Musgrave, Oak Bay engineer, and city alderman Arthur Dowell. In corner is secretary J. F. A. Lister.

Provincial Capital Commission 1986

Standing left to right: W. G. Holms (Oak Bay), Mr. T. Hackett, Mr. W. Lougher-Goodey, Mr. D. Terrell, Ald. V. Kuhl (Saanich), Ald P. Ross (Esquimalt), Dr. R. Grant, Dr. L. Wallace, Mayor H. Sturrock (Saanich).

Seated left to right: Mr. W. Creed (Executive Member), Mrs. P. Charlesworth (Vice-Chairman), Mayor K. A. S. Hill (Chairman), Ald. J. Baird (Victoria) (Executive Member), Mayor G. Brewin (Victoria).

CIDC/PCC Members 1956-1986

Ministers Responsible

1. Wesley D. Black — 1958-1972
2. Ernie Hall — 1972-1975
3. Grace McCarthy — 1976
4. Sam Bawlf — November 1976 - July/August 1979
5. Hugh Curtis — August 1979 -

Chairmen

1. R.A. Pennington — 1956-1958
2. J.E. Brown — 1958 - December 31, 1980
   301 - 1440 Beach Drive
   Victoria, B.C. V8S 2N8
3. Michael D.W. Young — January 1, 1981 - December 31, 1981
   830 St. Charles Street
   Victoria, B.C. V8S 3P3
4. P.D.P. Holmes — May 5, 1982 - November 30, 1984
   488 Beach Drive
   Victoria, B.C. V8S 2M5
5. K.A.S. Hill — January 11, 1985 - present
   365 Lampson Street
   Victoria, B.C. V9A 5Y6

Chief Executive Officers

1. George L. Giles, C.E.O. — December 13, 1979 - August 1982
2. G. Ken Patton, Acting Manager
3. R.L. Rutherford, Acting Manager
4. Larry R. Beres, Manager — October 15, 1984 -

Secretaries

1. J.F.A. Lister — 1956 - September, 1959
2. C.J. Cox — September 3, 1959 - December 1973
3. George Geddes — January 1973 - November 1977
4. G. Ken Patton — November 2, 1978 - Present

In Order of Appointment

NAME	APPOINTED BY	FROM	UNTIL
R.A. Pennington	OIC 1560/56	1956	31/12/58
E.W. Bassett	OIC 1560/56	1956	/71
J.E. Brown	OIC 1560/56	1956	31/12/80
C.D. Campbell	OIC 1560/56	1956	31/12/59
W.M. Skillings	OIC 1560/56	1956	2/61
R.M. Grant	OIC 1560/56	1956	Current
Mayor P.B. Scurrah	City of Victoria	1956	15/2/62
Alderman A. Dowell	City of Victoria	1956	10/9/64
Reeve A.C. Wurtele	Mun. of Esquimalt	1956	1/1/66
A.S.G. Musgrave	Mun. of Oak Bay	1956	3/8/61
Reeve A.J.R. Ash	Mun. of Saanich	1956	28/10/58
Reeve G.L. Chatterton	Mun. of Saanich	28/10/58	15/2/62
L.J. Wallace	OIC	5/3/59	7/77
	OIC	1/4/82	Current
T.L.Sturgess	OIC	5/5/60	12/79
F.A.E. Manning	OIC	6/2/61	5/65
Reeve G. Murdoch	Mun. of Oak Bay	3/8/61	8/68
Mayor R.B. Wilson	City of Victoria	15/2/62	20/4/67
Alderman A.W. Toone	City of Victoria	10/9/64	12/67
Acting Reeve J.W. Casey	Mun. of Saanich	10/9/64	25/1/65
Reeve H.C. Curtis	Mun. of Saanich	25/1/65	12/73
C.C. Wyatt	OIC	29/3/65	/75
Reeve R.T. Bryant	Mun. of Esquimalt	1/1/66	21/3/67
Alderman G.I. Edgelow	City of Victoria	1/1/66	12/67
Reeve A.L. Cox	Mun. of Oak Bay	2/3/67	8/68
Alderman W. Lock	Mun. of Esquimalt	2/3/67	1/71
Mayor H.R. Stephen	City of Victoria	20/4/67	19/1/70
Alderman C.M. Parrott	City of Victoria	21/3/68	19/1/70
Mayor F.W. Hawes	Mun. of Oak Bay	15/8/68	1/70
Mayor J.C. Haddock	City of Victoria	19/1/70	1/72
Alderman H.C. Olafson	City of Victoria	1/70	1/72
Mayor F.H. Elford	Mun. of Oak Bay	1/70	1/74
Alderman K.A.S. Hill	Mun. of Esquimalt	1/71	1/85
A.E. Webb	OIC	13/5/71	2/73
Alderman M.D.W. Young	City of Victoria	1/72	12/79
Mayor P. Pollen	City of Victoria	1/72	11/84
G. Giles	OIC	2/73	8/82
Mayor B.R.D. Smith	Mun. of Oak Bay	1/74	12/79
Mayor F.L. Lum	Mun. of Saanich	1/74	5/78
C. Barber	OIC	8/28/75	2/5/76
Alderman A.O. Hood	City of Victoria	6/5/76	12/76
R.W. Long	OIC	5/76	12/79
Alderman R. Wright	City of Victoria	3/77	12/79

Alderman W. Tindall	City of Victoria	1/78	12/81
Mayor M. Couvelier	Mun. of Saanich	5/78	Current
Mayor J.D. Watts	Mun. of Oak Bay	12/79	12/83
Alderman W. McElroy	City of Victoria	12/79	15/12/81
P.D.P. Holmes	OIC	3/80	11/84
Dr. A. Stewart	OIC	4/81	1/84
Alderman F. Carson	City of Victoria	12/15/81	12/84
P. Charlesworth	OIC	12/8/82	Current
W. Lougher-Goodey	OIC	2/3/83	Current
Alderman W.G. Holms	Mun. of Oak Bay	12/83	Current
W. Creed	OIC	9/84	Current
D. Terrell	OIC	9/84	Current
T. Hackett	OIC	10/84	Current
Alderman J. Baird	City of Victoria	12/84	Current
Alderman E. Simmons	City of Victoria	12/84	12/85
Alderman P. Ross	Mun. of Esquimalt	2/85	Current
Mayor G. Brewin	City of Victoria	12/85	Current
Alderman V. Kuhl	Mun. of Saanich	1/86	Current

Gorge Parkway

Chinatown

Crystal Garden Interior

Colquitz River Park, Saanich

Inner Harbour from the air

Former Ferry Terminal Site, Wharf Street

Provincial Capital Commission Projects

The Commission has now over 90 improvement projects to its credit. Some of these were individual phases of larger projects taking several years to complete. Allowing that several projects may be grouped together into overall concepts, one is still likely to be impressed with the variety of subjects represented. Projects involving the Commission fall into three categories:

1) those initiated by member municipalities and receiving financial assistance from the Commission's Improvement/ Beautification Fund;
2) those initiated by the Commission itself, undertaken with Commission operating funds, and often designed in-house; and
3) special projects assigned by the province to the Commission for implementation with specially warranted provincial, Commission, or as has happened in the past, federal funds.

Only a catalogue of all PCC projects can give the complete picture, but the following examples of major projects in each category will serve to illustrate the diversity of Commission activity:

1) a. Gorge Waterway improvements
   b. Victoria Chinatown rehabilitation
   c. Colquitz River Park
2) a. Inner Harbour landscaping
   b. Belleville Street forecourt development
   c. 812 Wharf Street development
3) a. Inner Harbour reorganization
   b. Crystal Garden restoration
   c. St. Ann's Academy rehabilitation

Provincial Capital Commission
Project Numbers and Expenditures

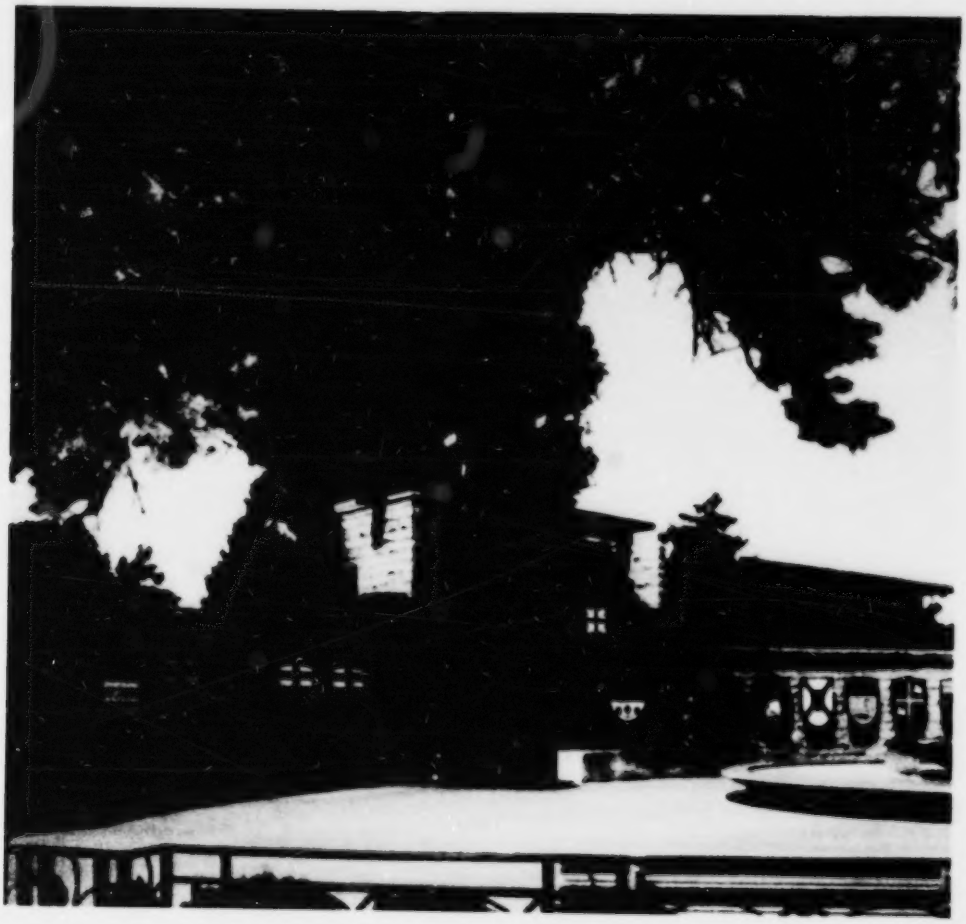
No.	Project Name	Expenditure	Complete
1.	Dallas Road Waterfront, Cook to Douglas	$ 60,420.00	YES
2.	Mount Tolmie Development, Stages 1 to 3	51,301.32	YES
3.	Extension, Superior Street	39,034.00	YES
4.	Willows Beach Esplanade	52,372.87	YES
5.	Dallas Road, Dock to Lewis	16,500.00	YES
6.	Beach Drive, Satellite to Newport	84,643.11	YES
7.	Illuminations, Beacon Hill Park	38,410.69	YES
8.	Gorge Park Development	25,523.67	YES
9.	King George Terrace	113,587.05	YES
10.	Protection Against Cliff Erosion	25,949.21	YES
11.	Marine Drive, Belleville to Dock	5,025.19	YES
12.	Memorial Crescent to Foul Bay Road	41,043.81	YES
13.	Marine Drive, Douglas to Erie	22,510.87	YES
14.	Marine Drive, Uplands to Sinclair	49,277.66	YES
15.	Cadboro Gyro Park	2,555.89	YES
16.	Scenic Drive, Uplands Park	37,260.48	YES
17.	Oswego Street, Belleville to Dallas	16,931.47	YES

18.	Inner Harbour Study	750.00	YES
19.	Marine Drive Signs	13,145.79	YES
20.	Land Acquisitions, Parliament Buildings Precinct	134,500.00	YES
21.	Beautification of Douglas Street	185,707.72	YES
22.	Landscaping, Corner of Oswego/Belleville (Quad Park)	7,604.54	YES
23.	Greenfields—Goldstream Greenbelt	107,538.61	YES
24.	Victoria Centennial Square	70,000.00	YES
25.	Operating and Maintenance	12,000.00	YES
26.	Beach Drive, Goodwin to Orchard	1,320.00	YES
27.	Confederation Garden Court	94,561.29	YES
28.	Landscaping, Mayfair and Cedar Hill Cross Road	10,954.67	YES
29.	Rose Street Rock Wall and Median Strip	27,000.00	YES
30.	Signal Hill Park Esquimalt	Cancelled	
31.	Extension to Willows Beach Esplanade	Cancelled	
32.	Decorative Lighting, Pioneer Square	7,100.00	YES
33.	Gorge Waterway Study	939.29	YES
34a.	Improvements to Gorge Waterway-Saanich	474,741.13	YES
34b.	Improvements to Gorge Waterway-Esquimalt	189,500.00	YES
35.	Gorge Waterway-Underground Wiring	105,000.00	YES
36.	Gorge Waterway-Beautification	Cancelled	
37.	Beautification of Rose-Blanshard Street Approaches to City Centre	35,000.00	YES

38.	Beautification and Landscaping of Mount Tolmie Reservoir	10,000.00	YES
39.	Cedar Hill Cross Road, Gordon Head to Haro	47,066.47	YES
40.	Mount Tolmie-Summit Development Phase I	16,994.40	YES
41.	Centennial 71 Celebration Project	87,709.83	YES
42.	Kinsmen Park	11,178,21	YES
43.	Victoria Inner Harbour Developments	70,088.67	YES
44.	The Causeway-Lower Promenade	480,000.00	YES
45.	Belleville Street-Lower Promenade	68,853.11	YES
46.	Survey Re: Promenade-Esquimalt	6,000.00	YES
47.	Fleming Beach, Esquimalt	30,000.00	YES
48.	Gorge Waterway, Saanich Bath House Cove Area	99,573.61	YES
49.	Victoria Inner Harbour-Seawall and Promenade	91,300.00	YES
50.	West Bay Development-Esquimalt	173,500.00	YES
51.	Saanich-Mount Douglas Park	35,000.00	YES
52.	Reid Centre Site Improvements	100,000.00	YES
53.	Captain Cook Statue (Inner Harbour)	4,805.22	YES
54.	Victoria Inner Harbour-Dredging	175,980.77	YES
55.	Esquimalt-West Bay Developments-Phase III	85,580.00	NO
56.	Saanich-Gorge Park-Phase II	61,496.68	YES
57.	Victoria-West Bay Seafront Walkway Stage 1	117,500.00	YES
58.	Victoria Inner Harbour-Lower Promenade to Black Ball dock	96,424.99	YES

59.	Victoria Inner Harbour-Dredging Seabed to relocate M.V. Coho	110,000.00	YES
60.	Capital Region Area (Landscaping with trees-BCBC)	26,980.00	YES
61.	Crystal Garden (Consultant fees)	251,288.43	YES
62.	Victoria Inner Harbour-Ship Point Wharf	390,698.73	YES
63.	Victoria Inner Harbour-New Boat Basin-Wharf Street	544,156.78	YES
64.	Victoria Inner Harbour-Landscaping Furniture	42,466.91	YES
65.	Victoria Inner Harbour-Landscaping Trees	24,609.31	YES
66.	Crystal Garden-Renovations	2,607,757.92	YES
67.	Victoria Inner Harbour-Additional Dolphins-New Coho Berth	28,971.83	YES
68.	Victoria Inner Harbour-Relocation Undersea Gardens	44,619.57	YES
70.	Oak Bay-Bowker Creek	365,000.00	YES
71.	Victoria Inner Harbour Consultant Services-Site Services and Reinstatement of Sites	93,500.30	YES
72.	Victoria-West Bay Development	25,000.00	YES
73.	Reid Site-Specialist Consultants	80,398.00	YES
74.	Former Esso Station-Relocation of Visitor's Centre, 812 Wharf St.	28,542.12	YES
75.	West Bay Development-Esquimalt	PROJECT 50	
76.	City of Victoria-Ship Point Wharf	12,600.00	YES
77.	Demolition of Visitor's Information Centre	5,836.08	YES
78.	Landscaping New Visitor's Information Site	17,000.00	YES

79.	Colquitz Creek Improvement	732,602.39	YES
80.	Chinatown Development	294,600.00	YES
81.	Arm Street Park Project (Esquimalt and Victoria)	120,000.00	YES
82.	Brentwood Bay Improvements-Saanich Phase I	95,200.00	YES
83.	Victoria-Urban Design Proposals	20,858.41	YES
84a.	CPR Building-New Forecourt Phase I	233,956.36	YES
84b.	CPR Building-New Forecourt-Phase II	265,712.97	YES
85.	Reay Creek/Lochside Drive (Sidney/North Saanich) Improvement Potential	2,845.00	NO
86.	Esquimalt-Fleming Beach	70,000.00	NO
87.	Landscaping Contract-Inner Harbour	26,000.00	YES
88.	St. Ann's Academy Operating Funds	2,026.05	YES
89.	Wharf Street Rock Wall-Beautification	63,500.00	YES
90.	Pioneer Park-Brentwood Bay Phase II	15,500.00	YES
91.	West Bay Development Victoria, Barnard to Maitland	190,000.00	NO



Confederation Garden

Scenic Marine Drive Beacon Hill Park

Scenic Marine Drive Beacon Hill Park

Scenic Marine Drive Ross Bay

Scenic Marine Drive

One of the earliest and most comprehensive projects of the CIDC in 1956 was a plan to create a 69-mile scenic marine drive completely encircling the Saanich Peninsula. It involved the city of Victoria, and the municipalities of Oak Bay and Saanich. Although the full drive was never completed, the very important areas requiring upgrading, widening, and parking bays were finished enabling visitors and residents to explore the many beaches and lookout points which punctuate the shoreline. The escarpment alternates with sheltered bays and is a superb vantage point from which to view the Straits of Juan de Fuca, the Olympic Range in Washington State, and even Mount Baker on a clear day. On the easterly side, Haro Strait and the Gulf Islands can be seen from the roadway, while driving through prime residential areas and lovely countryside. Several parksites and green areas have been incorporated. These include Quadra Park, Laurel Point Park, Beacon Hill Park, Clover Point, Victoria Golf Club (Gonzales Point), Cadboro Gyro Park, and Mount Douglas Park.

The Commission aided the municipalities involved by upgrading and widening roads, providing parking bays and concrete curbs, doing some minor landscaping, and identifying signs. Now classed as a secondary highway, this consolidated roadway is enjoyed by thousands and has certainly added to the realization of Victoria's full tourism potential.

Details

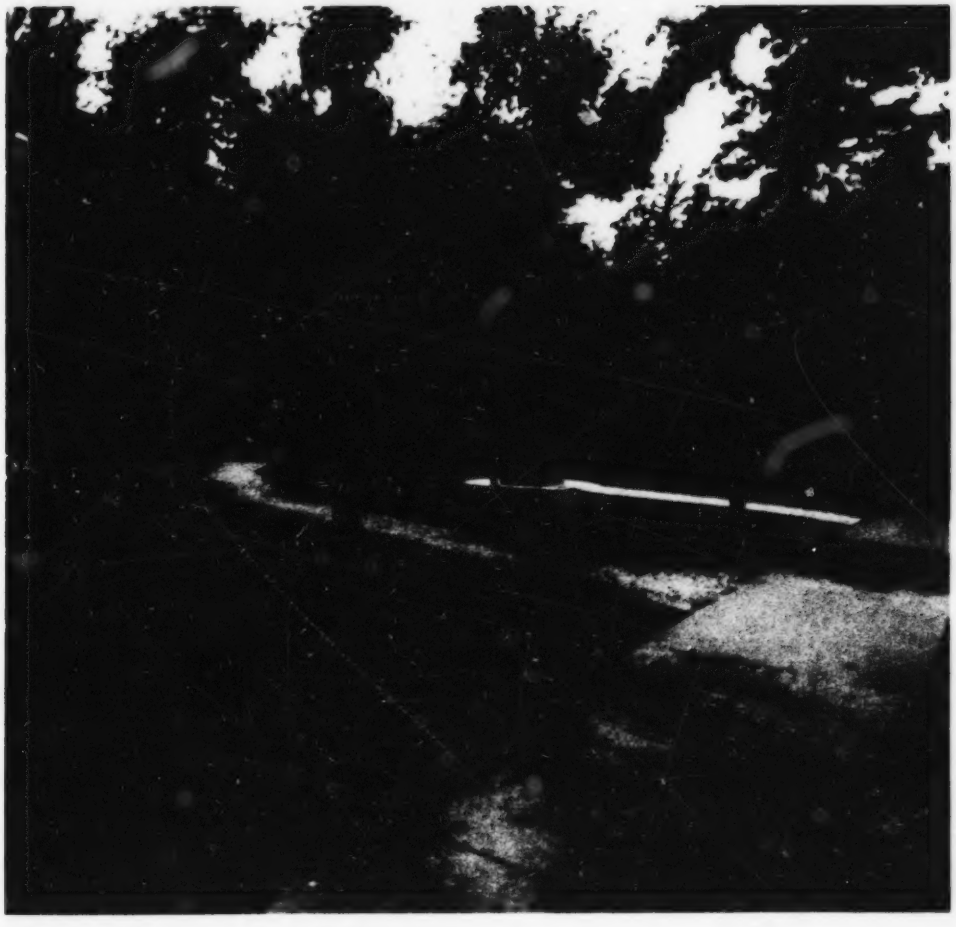
The Scenic Marine Drive extends from Belleville Street in James Bay right around to Dallas Road along Hollywood Crescent, Crescent Road, King George Terrace to Beach Drive and on to Cadboro Bay Road up to Sinclair Road. (From that point on, the Drive continues, but it was *not* funded in any way by the CIDC/PCC). The Scenic Marine Drive joins with the Patricia Bay Highway at Sayward Road in Saanich.

The length of time spent on the project was between seven and eight years, from 1956-64. Unfortunately, the project was discontinued due to resident protest in Saanich.

The total amount of money allocated by the Commission toward the project was $428,018.08.

Associated projects are the parks along the drive put in by the CIDC. These include projects such as Mount Tolmie, Willows Beach Esplanade, Cadboro Gyro Park, landscaping, corner of Oswego/Belleville (Quadra Park), Mount Tolmie, and Saanich-Mount Douglas Park.

Quadra Park, Belleville Street



Quadra Park

(Formerly Birch Grove Park, formerly Pendray Gardens, and formerly Oswego Park)

Motion - proposed, seconded and carried 24th February 1984:

> *That the Commission approve the erection of a plinth and bust in the park and commend adoption of the name "Quadra Park."*

Mayor Pollen outlined the plan for unveiling a bust of Captain Quadra on 17th March 1984 in the presence of the King and Queen of Spain.

The Gorge Waterway

The Gorge Waterway

History

The Gorge Waterway and Portage Inlet form part of an extensive inland waterway. Extending from Victoria's Inner Harbour, it is the only warm, salt water bathing area in the region. The tidal waters have resulted in a rare natural phenomenon—that of "reversing falls" at Tillicum. Its unique location in the city of Victoria, the municipalities of Esquimalt and Saanich, and the area known as View Royal have resulted in a great deal of local interest.

Historically, "the Gorge" was a favourite picnicking and fishing spot for Victorians. With abundant native trees and grassy slopes on its banks, this sheltered and picturesque waterway had a popularity in the Capital Region shared only by Beacon Hill Park. The B.C. Electric Railway Parksite existed on the south side of the Gorge, and although some travelled to the park by rowboat and canoe, it was common for many to make a day's outing on the tramcars to the park—the end of the line. In fact, the loop that enabled the tramcars to change direction is still apparent in the Kinsmen Gorge Park on that site today.

In its heyday, the Gorge was especially popular for nighttime bonfires, parties, illuminated canoe outings, and regattas. May 24th was the biggest holiday of the year and a favourite day for the opening of the camping season.

The Japanese Tea Garden, established soon after the turn of the century, attracted many to the area where one could enjoy tea or ice cream in a pavillion overlooking the Gorge.

The years following saw the closing of the tea gardens with the coming of the Second World War. The Japanese attack on Pearl Harbour in 1941 was not without repercussions on the island: The owners and caretakers of the tea house were moved to other regions of Canada, leaving the gardens to a sorry state of neglect.

Septic tank effluent and a shallow muddy bottom caused the waters to become polluted and unfit for swimming. Numerous attempts to clear the water and create a canal, or to dredge the

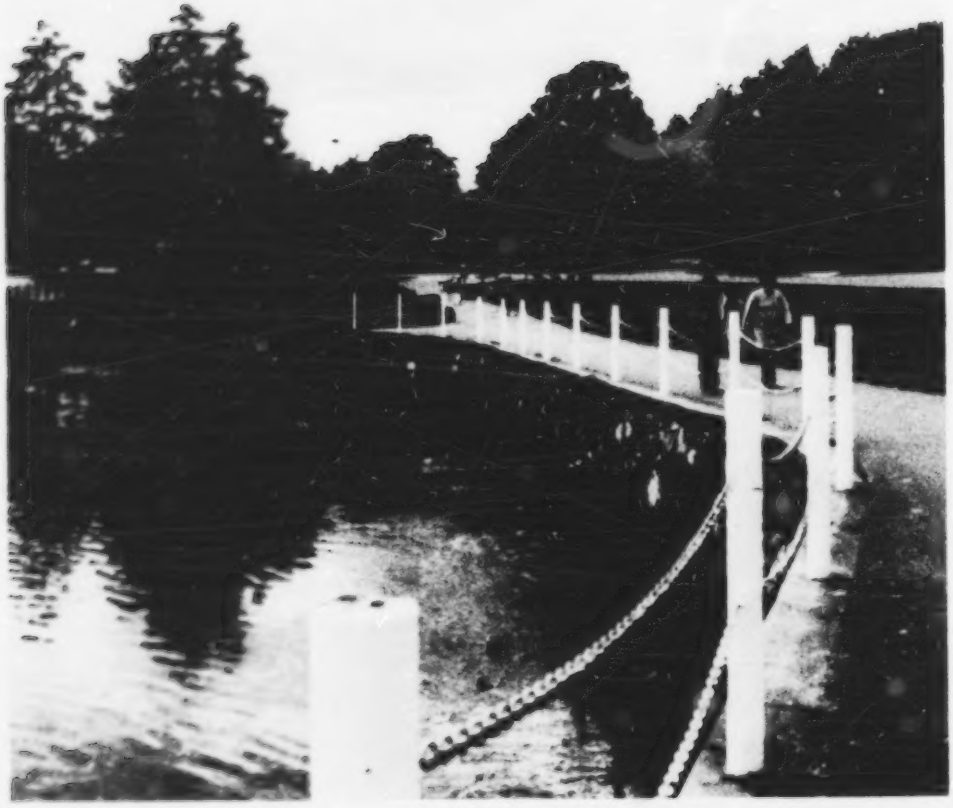
more shallow waters received little support because of the magnitude of the undertaking.

In the early 1960s interest was sufficient to involve the CIDC (PCC) in a comprehensive study of the waterway. It was found to be eminently suitable for public recreational use, notwithstanding the evident pollution problem. Soon afterwards, the municipality of Esquimalt initiated the rehabilitation of the waterway by creating Kinsmen Gorge Park. Saanich soon followed and the Commission eventually allotted some $940,000 toward Gorge beautification.

Waterside promenades, picnic tables and benches, lighting, lookouts, landscaping, and rock walls to prevent erosion have added tremendously to the recreational value of the Gorge. The parklands benefited substantially from extensive land acquisition, which increased the amount of waterfront land and the topographic variety within.

Adjacent properties are expected to be acquired in the future so that, eventually, the banks of the Gorge will be completely articulated by a waterfront promenade that is continuous and in keeping with other seafront walkways in the area.

The potential value of this public open space is beyond estimation, but already the benefits of the current improvements to the Gorge area are readily apparent. The creation of the Kinsmen Park and Bath House Cove beaches have, by now, realized most of the area's former popularity and contributed greatly to Greater Victoria's distinctive character.



The Gorge Waterway

The "Greenbelt" Story

An early goal of the Commission was that of enhancing and preserving the lands to either side of the major highway approaches to the city. The CIDC contributed primarily to these improvements by means of landscape treatment.

Douglas Street, being the principal approach to the city, was of prime importance and the CIDC planted numerous trees and shrubs, and laid an underground irrigation system for the grass. Further north on the Trans-Canada Highway, the CIDC began "Greenfields," a plan to articulate Goldstream and Thetis Lake Parks with a natural parkway some seven miles long. In order to relieve congestion on Douglas Street, Blanshard and Rose Streets were consolidated and widened, facilitating entrance to the Pat Bay Highway. The CIDC aided the Department of Highways and the municipalities involved by building a landscaped median strip and rock retaining wall as well as landscaping the stretches adjacent to the highway.

The Commission's efforts relative to the beautification of arterial approaches are manifested by:

1. acquisition in the early 1960s of major tracts of undeveloped land along the Trans-Canada Highway in the Goldstream vicinity;
2. improvements to the Scenic Marine Drive in the 1950s and 60s; and
3. more recently, major landscaping improvements to highways in Central Saanich, Saanich, and the city of Victoria.

Although the wording of the act does not lend this goal any higher priority than the others, it does enable the Commission to cooperate with the member municipalities in the common pursuit of these ends. To assist the Commission in sustaining and expanding its efforts to protect and improve these important amenities, the Greenbelt Committee was created in 1982 and later given a broader mandate as the Comprehensive Plan Committee.

It is not surprising that, in the face of the pressures of an expanding population, the arterial approaches to Greater Victoria are becoming more vulnerable to encroachment by

inappropriate land uses. The Committee, as a result, has had to add to its agenda the increasing problems and concerns arising from:

4. the proliferation of roadside signs on the Pat Bay Highway; and
5. the spot roadside developments on all highway approaches which, if allowed to continue, would produce exactly the ribbons or urban sprawl that the Commission's "Greenbelt policy" is designed to discourage.

The term "Greenbelt," as in "Greenbelt Committee" and "Greenbelt policy," had been used by the Commission for years—largely for want of a better alternative. In no sense is it intended to imply a direct link with or dependence upon, the Greenbelt Act. This provincial act has the preservation of greenbelt land as its purpose, and it enables the Crown to both reserve Crown land and acquire land for reservation as greenbelt land. The minister responsible for its administration is also required to maintain a register of all such greenbelt lands. Although there are parallels with the thrust of the Capital Commission Act, it is to be noted that the Commission's "Greenbelt" properties on the Trans-Canada Highway were acquired with provincial funds other than those relating to the Greenbelt Act. Consequently the Commission's "Greenbelt" holdings do not appear in the Greenbelt register.

Perhaps the best way to illustrate the Commission's understanding of its "Greenbelt" responsibilities is to describe, in more detail, the activities in this category over the years.

1. A major early project of the CIDC (PCC) was a plan to enhance the principal highway approaches to the Capital Region. The Commission concentrated its early efforts on park improvement and the *acquisition of lands*. In particular, the Commission sought those properties fronting on the Trans-Canada Highway in that section between Goldstream Park and Thetis Lake Park, hoping eventually to link the two parks, creating a rich green corridor through which to reach Victoria.

   The PCC contribution to the success of this project is readily apparent as one drives through the Malahat to Goldstream Park and beyond. The overwhelming natural beauty of this region—its diverse vegetation and spectacular views—is preserved here for future generations to enjoy as we presently do.

The Commission, with $150,000 in 1962 and the good offices of the Minister of Public Works of the day, achieved a lot; but unfortunately, the passage of more than 20 years, the changes in land values, and the increased demands on government resources mitigate against land purchase as the most reasonable approach to corridor preservation and enhancement. The Commission, through its "Greenbelt" Committee and negotiations with municipalities and the Capital Regional District, is currently exploring other means of achieving the same objectives.

2. Another early concept in which the Commission played a major role was a plan to create the 69-mile *Scenic Marine Drive* completely encircling the Saanich Peninsula.

3. The *highway approaches* to the city should not lose any of their attractiveness when they reach built-up areas and the city limits. Recognizing this, the Commission has always made a special effort to assist municipalities and the Ministry of Transportation and Highways in augmenting existing design standards in areas of special significance. Some of these projects, such as the Douglas Street, Rose-Blanshard, and Brentwood landscaping improvements, received major financial assistance from the Commission. This work consisted of various rock retaining, median and planning installation contracts to the value of $376,800.

   Other major projects such as the landscaping of the Blanshard Street and McKenzie Avenue extensions, were achieved directly by the Highways Department following liaison with the municipalities and the Commission.

4. Generally, the Commission's goals are found to be essentially, if not always totally, in tune with the aspirations of the municipalities, the region, and sister provincial agencies. Only in the case of the Indian lands on the Pat Bay Highway and the *proliferation of signboards* thereon is the Commission still endeavouring to determine how it can best bring its influence to bear on the situation. Public concern over this matter is mounting in step with the number of signs, and it is the "Greenbelt" Committee's intention to pursue a solution acceptable to all parties concerned and consistent with the Commission's view of its role in the community.

5. Through the act the Commission has direct control over proposed development of provincial Crown land only, and

in the case of all other lands it can only exercise its *advocacy role* with other local authorities. The "Greenbelt" Committee holds a watching brief for all proposed changes that might adversely affect the highway approaches and relies heavily on the cooperation of the municipalities, the Regional District, and the various provincial ministries that have agreed to notify the Commission of all applications for change within the geographical limits of particular concern to the Committee. This process results in the Commission formally submitting its comments when appropriate, and on occasion, making personal presentations at rezoning public hearings.

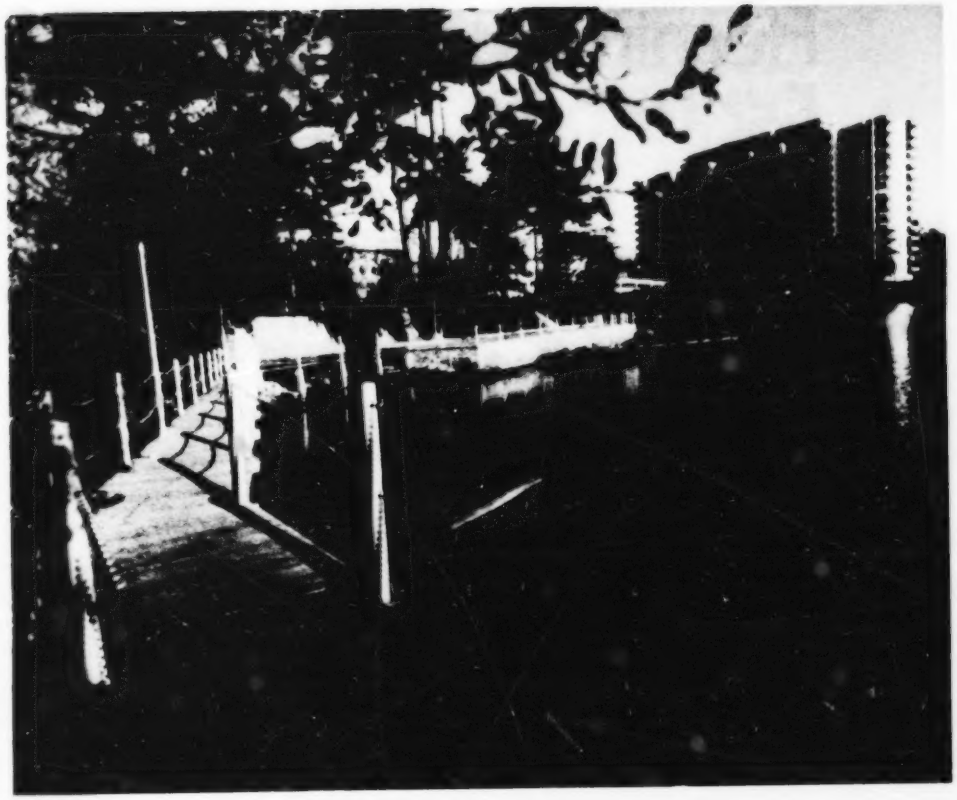
6. Largely due to the efforts, over many years, of the provincial government, the Capital Regional District, the municipalities, and some public-spirited individuals, the Commission's designated area is peppered with park lands large and small. The advantages of linking these assets with *pedestrian trails* are already apparent, and the Commission, in enthusiastic support of this concept, has asked its "Greenbelt" Committee to promote this objective where possible.

Fleming Beach, Esquimalt

Beautification Project

On behalf of the municipality of Esquimalt, Mayor Hill made an application for funding assistance for the above project, which consists of the extension of an existing walkway south, across Fleming Beach, around Buxton Green (a park created by voluntary efforts), and terminating at a lookout near the breakwater. The cost estimate, which includes provision for lighting and water, is $70,000.

Fleming Beach, Esquimalt



West Bay Walkway

West Bay-Esquimalt and Victoria

The West Bay Development, begun late in 1975, has proved to be one of the Provincial Capital Commission's most important and successful ventures. Initiated by Mayor Ken Hill of Esquimalt, a Commission member, the project incorporated the city of Victoria's Seafront Walkway with the municipality of Esquimalt's West Bay Promenade. It is seen as part of a larger project which will eventually link the perimeter of the city with the neighbouring municipalities in a public linear park. Although the variety of terrain inherent in the shoreline and differing methods of construction along the walk give users a range of experience, the concept plan is similar throughout.

The Esquimalt section, which runs from Head Street at the west end to the Esquimalt-Victoria boundary at the east, is now complete. It was carried out in stages over the years 1975-80. Some existing structures and attractions are the West Bay Marina, Barnard Park (actually within the city boundary), the Salvation Army's Matson Lodge, and the Victoria-Esquimalt boundary. A plaque explaining the glacial scarring and deposit of rock was installed on a rocky outcropping by the city. The tremendous view of the Victoria skyline and the Olympic Range in Washington State, afforded by the improved access to this area, provides a dramatic backdrop to the waterfront.

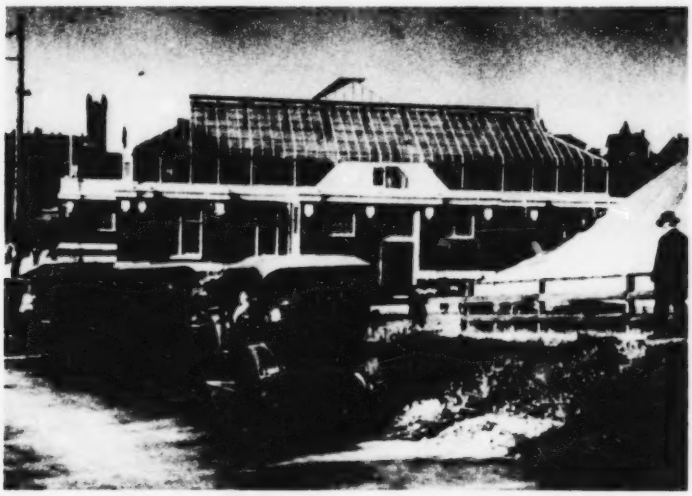
The walkway follows the shoreline for the most part and is composed of wooden planking to form a boardwalk up to six feet wide in some areas.

Vegetation exists on both sides for the majority of the walk, making it a nature trail through fir, arbutus, broom, and wild flowers. The west side entrance to the park was augmented by a brick pavement and decorative lighting. Wooden benches line the widened areas for strollers to rest and enjoy the view.

The city of Victoria's Seafront Walkway is not yet complete, but present and future developments will incorporate the

walkway in their plans. In 1977-79, the portions from Barnard Street to the Esquimalt boundary and from Seaforth Road (at Maitland Street) to Robert Street were constructed, leaving Maitland Street-Barnard Street section to be completed in 1986-87.

The accessibility of the shoreline to the public, as well as the cooperation shown between Victoria and Esquimalt in this project, make it of particular significance to the Provincial Capital Commission and to the Capital Region as a whole.



Crystal Garden in 1920s

Crystal Garden in 1980s

Crystal Garden

Among the reminiscences of generations of Victorians, the Crystal Garden figures high on the list of fond memories—of spending mornings and afternoons at swim meets or lessons, joining friends for tea with crumpets, or dancing into the night to the sounds of live bands. Conceived in the early 1920s, this amusement centre was immediately popular with local residents as well as visitors to the city. Along with the magnificent Parliament Buildings and Empress Hotel, the Crystal Garden was yet another of CP Rail's empire-building attractions and a terrific asset to the city of Victoria.

Erected on a floating concrete raft on reclaimed land in James Bay, this unique brick and glass structure with its exotic shape and sumptuous tropical interior played host to innumerable events. The allure of the large, heated sea-water pool (fifty yards in length), Turkish baths, two ballrooms, a theatre, art gallery, gymnasium, and tea gardens amid a lush conservatory drew crowds to frequent the singularly rich surroundings.

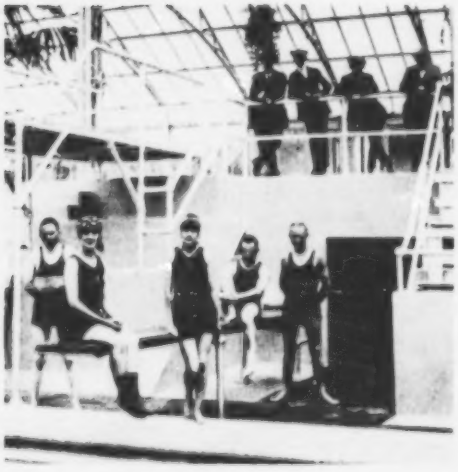
Two CPR commissioned architects, F.M. Rattenbury and P. Leonard James, who had cooperated on the CP Marine Terminal Building, developed and executed the plans for the amusement centre. Disagreement arose between the two over payment for the project, each man claiming authorship. Almost certainly, it was P.L. James who was responsible for the final design.

In under half a century, the complex fared badly partly due to corrosion and poor maintenance. By 1970 it had fallen into bad neglect and was closed the following year. The ravages of the elements, virtually invited through the broken panes of glass, caused irreparable damage, warping floors and twisting steel members.

In 1977 prompted by public interest and support, the PCC began investigations into the possible renovation and rehabilitation of the building. Its most popular and best-suited new use seemed to be to develop botanical gardens in place of the pool while retaining its functions as a meeting and dancing hall. Over the following five years, the new Crystal Garden was graciously treated and gradually brought back into operation. A waterfall, pools, and a veritable jungle of tropical plants form the kind of environment suitable to a variety of

exotic birds and animals. Colourful flamingoes, cockatoos, and macaws as well as unusual fish and monkeys add to the beauty of the brilliant blossoms.

While retaining a unique piece of Victoria's heritage, the once-threatened conservatory is now a popular stop on any tourist's itinerary, in addition to being a favourite location for weddings, dances, and cultural exhibitions.



Crystal Garden Poolside in 1920s

Crystal Garden Tea-Room in 1980s

Colquitz River Park

This project is an excellent example of a municipality initiating a project that was funded, to a very significant degree, by the PCC

In this case the municipality of Saanich was of the view that the Colquitz River was a valuable natural resource that should be enhanced and preserved for the benefit of the citizens of the Capital Region and visitors to the area.

As a result they did some preliminary conceptual planning, presented the proposal to the PCC and after an expenditure of approximately $750,000, Colquitz River Park represents an outstanding example of the kind of beautification project possible when interested agencies work together.

Colquitz River Park, Saanich

Colquitz River Park, Saanich

Mount Tolmie Viewpoint

Mount Tolmie Viewpoint

Mount Tolmie Development

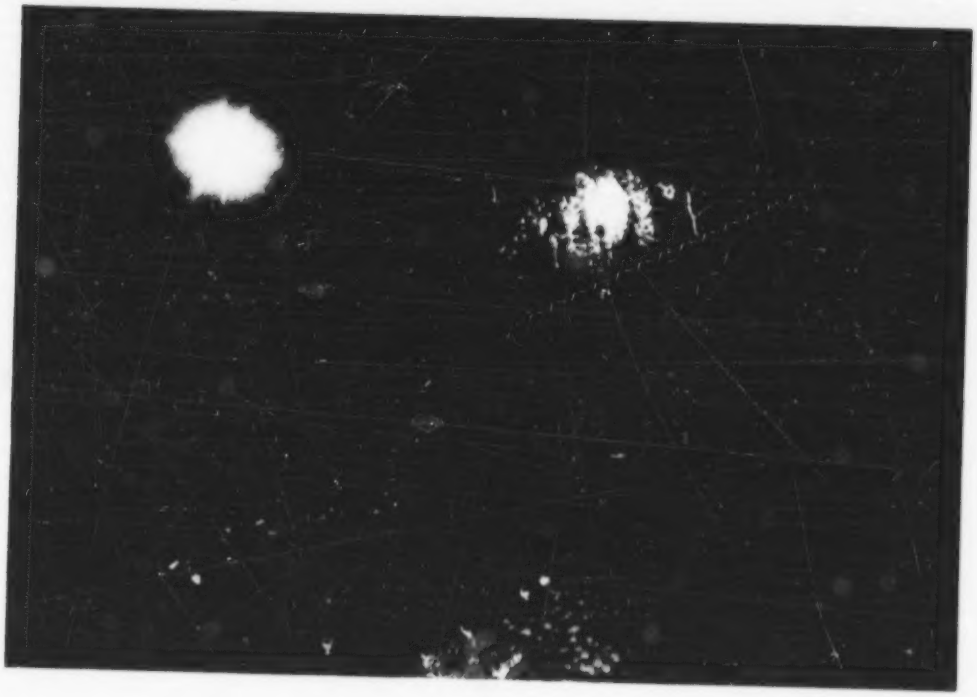
Mount Tolmie is undoubtedly the most spectacular viewpoint in the Greater Victoria area. It was decided in 1956-57 to develop it as a natural landscape park so that more people could enjoy it. It proved beneficial not only as an added tourist attraction (visited daily by tour buses) but as a favourite picnic and lookout spot for area residents. The first objective was to improve Mayfair Drive, which winds up to the summit, and to provide parking facilities for 30 cars. Further stages include the enrichment of existing landscaping, enhancement of Mount Tolmie reservoir, improvement of the Mayfair and Cedar Hill Cross Road junction (which serves as the entrance to the park), and the extension of a promenade and lookout area.

The rugged topography of the summit was complemented with a wide variety of trees and shrubs including pine, cedar, linden, oak, larch, black cherry, and rhododendron.

Mount Tolmie Park now serves as a worthwhile detour from the Scenic Marine Drive or a tour of the university grounds as well as a source of pride and pleasure for the citizens of Greater Victoria.

Beacon Hill Park

Beacon Hill Park by night



Beacon Hill Park

History

In 1858, Beacon Hill was set aside as a public park by Governor James Douglas. Some 30 years later, the city of Victoria decided to develop it, and Governor Blair, a Scottish landscape architect, was chosen. Local citizens donated 2,000 ornamental trees and shrubs, many of which still flourish. Paths and small roadways meander throughout the sites shaded by tremendous Garry Oak and Douglas Fir trees, some over 350 years old.

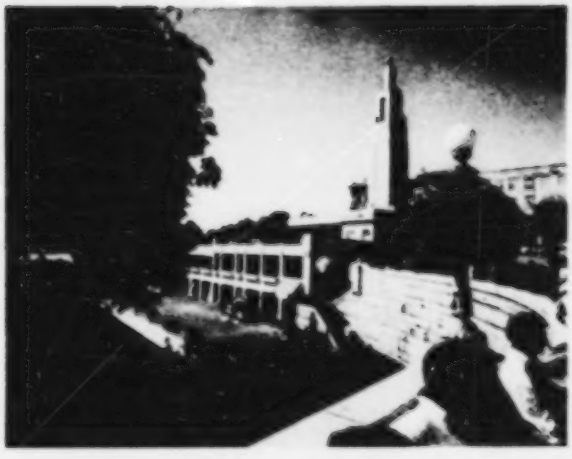
As a 1958 Beacon Hill Park Centennial project, the CIDC furnished the park with ornamental lighting, adding a fairyland atmosphere and extending the hours during which it could be enjoyed into the night.

During the same year Superior Street, at the north end of the park, was extended eastward into the park (as far as Heywood Avenue) as another Commission project.

The illumination system was initiated and designed by a city electrical engineer, Ken Reid, and carefully planned to be flexible in order to take into account seasonal changes of nature and planting.

In the early 1960s, additional lighting supplemented the earlier projects, illuminating further the expanse of the huge 154-acre park.

Belleville Street Forecourt



Visitors Information Centre

Confederation Garden

Parliament Buildings Precinct

In 1954 the provincial government initiated a plan to beautify and protect the lands in the vicinity of the Provincial Legislature. The Capital Improvement District Commission endeavoured to bring the various government departments concerned on both the provincial and municipal levels to agreement on the future requirements of the government and the general rehabilitation of the lands known as the Legislative Precinct.

The area bounded by Belleville Street to the north, Oswego Street to the west, Michigan Street to the south, and Douglas Street to the east was designated the "Precinct Area" in 1956. Proposals for the future centered on the use of these lands as the hub of government activity, with chambers and offices articulated by public lands, which would eventually extend from the Inner Harbour southward and from Beacon Hill Park westward to Oswego Street.

The Commission began its strategy by widening and beautifying Oswego Street, which was then the western Precinct boundary. It was intended to commence the Marine Scenic Drive on Oswego Street, for its proximity to the Legislature and the advantage of extending from Belleville Street to Dallas Road, by-passing the industrial docks further west. The CIDC and the Department of Public Works then began purchasing lands within the Precinct, at which time the properties now known as *Confederation Garden Court* and *Quadra Park* were acquired.

Since that time the concept has been revised and the boundaries adjusted several times, depending upon the political thinking of the day.

The Provincial Capital Commission still holds a great interest in this project although its involvement is limited to recommendations and approval of B.C. Building Corporation and city plans. The concerns of the Commission remain long-range with respect to the planning and preservation of the governmental seat. The magnificence of our Legislature, whether viewed from the formal north entrance or the impressive south facade is an apt focus around which to

concentrate planning efforts in order that these landmarks be preserved.

St. Ann's Academy

St. Ann's Academy

The Sisters of Saint Ann is the oldest teaching and nursing order in Western Canada. St. Ann's Academy was its headquarters and novitiate. Here young women were trained for service in their schools and hospitals in Duncan, Nanaimo, New Westminster, Mission, and Kamloops. They ministered to all denominations, races, and classes. In more recent years, with the rise in public education and medical care, the order has found new areas for service, particularly social work, personal counselling, and prison visitation.

The Sisters of Saint Ann was founded in Quebec in 1850. In 1858 four sisters made the arduous journey by sea to Fort Victoria, an isolated trading post in the trackless Pacific Northwest. On arrival they opened a school in an abandoned log cabin. With the Gold Rush the numbers of abandoned and orphaned children rose. Larger buildings were leased or built; more sisters arrived; a farm was established at Cowichan; and schools and hospitals were built at New Westminster and Mission. By 1870 the population of Victoria had reached 7,000. The sisters needed a larger building for their school and convent.

In 1871 the first portion of St. Ann's Academy was built. The architect, Charles Vereydon, designed a four-story brick structure in the style of the Quebecois mansion. Its French and Catholic spirit was subtly expressed through a stately facade, complete with dormers, ballustrade, Doric pilasters, and a splendid second-story staircase.

Victoria continued to grow. In 1886 it became the western headquarters for the order. To meet the demands for education and medical care, the sisters undertook a major building programme. St. Joseph's Hospital and Nursing School was founded on Humboldt Street, linked with St. Ann's by a majestic tree-lined walkway. At the same time, St. Ann's was doubled in size by the addition at the rear of the 1858 Roman Catholic cathedral moved from Humboldt Street to be the new convent chapel; and the construction of a new east wing, all under the general direction of the well-known architect, John Teague. Both the hospital and the academy were designed in the French Baroque Revival style; set in 10

acres of gardens, they were mirror images reflecting the dual services of the sisters to education and medicine. The overall impression must have been magnificent; boldness and imagination balanced with a disciplined symmetry. It was the largest building venture in the province to that date. Today it is the outstanding example of our French heritage.

Finally, in 1910 the academy was enlarged to its present size through the construction of the west wing in the Second Empire Style. The architect, Thomas Hooper, maintained a continuity in the building through the mansard roof and decorative elements. The Hooper wing became the new school, while the centre block and west wing were the convent, novitiate, and administrative centre for western Canada and Alaska.

In 1974 the sisters sold the building and grounds to the province (having given the hospital to the Crown earlier). The demand for private school education had declined. Few young women were entering the order. They could not maintain their schools and hospitals throughout the province. The times had changed. The church was changing. An era was over.

St. Ann's Academy was under the jurisdiction of the B.C. Buildings Corporation until September of 1983 when ownership was transferred to the Provincial Capital Commission by means of a Crown grant. During the period from 1972-1983 the building was utilized as office accommodation for approximately 300 government office workers plus court room accommodation. In December 1983 the Provincial Capital Commission resumed renting office space at St. Ann's Academy by agreeing to a lease with the United Nations Association, thus continuing a rental practice exercised by the B.C. Buildings Corporation.

In December 1984 the Provincial Secretary designated St. Ann's Academy as a Provincial Heritage Site. As a result of that designation the Provincial Capital Commission was afforded the opportunity to commence short and long-term renovation and restoration plans for the subject property.

Baseline Historical Data

Building upon the success of last year's programme, which documented and categorized considerable relevant research material, the Commission, again with generous support and grant money from the British Columbia Heritage Trust, plans

to engage the services of two architectural students for the summer months. This time the objective is to produce detailed measured drawings of the two most significant elements in the building from a heritage resource viewpoint; the chapel and its related spaces, and the auditorium wing.

The auditorium wing continues to be the part of the building most likely to be the first in the renovation/restoration programme, thus a fairly complete and detailed set of measured drawings with complementary photographs will be required. Time available to the students will likely permit only the measuring work to be achieved in the case of the chapel. If such is the case, completion of the chapel as-found drawings will be accomplished later.

A photogrammetric survey and drawings of the exterior building elevations were undertaken during the year with another enabling grant from the B.C. Heritage Trust. A consultant surveyor in North Vancouver did the work rather than Parks Canada, whose previous involvement was in an advisory capacity.

Completing the baseline data activity during the year was the grounds inventory. Using a baseline plan of the complete site, surveyed and drawn by PCC staff, a consultant landscape architect was engaged to identify and comment upon every significant item of plant material located and numbered on the drawing.

Concept Plan

Although much in the way of good baseline information has been identified, the Commission recognized that, prior to any actual construction activity or, indeed, any further planning activity, it must have an approved concept plan in place.

A further measure of the degree to which the British Columbia Heritage Trust and the Heritage Conservation Branch of the Ministry of Provincial Secretary and Government Services are prepared to reinforce Commission efforts, is the support provided for this project by both agencies.

The object of the concept plan is to prepare a planning document which provides both general and specific guidelines and direction for decision-making purposes relative to the restoration and sensitive renovation of the exterior and interior of the building, and the extensive grounds in which it is located.

The concept plan is preliminary to and guides all subsequent elements of site planning including, the development plan, programme plans for interpretation, curation, management and maintenance; and project plans for major components of restoration and rehabilitation.

Five submissions were received in response to the Commission's proposal call, which was extended to qualified local firms of specialist consultants. Through this process and acting upon the recommendations of senior staff from PCC, Heritage Conservation Branch, and B.C. Heritage Trust, the Commission engaged the firm of John Keay, Architect, to prepare the concept plan.

General

Expert and most welcome advisory services were also being provided on an on-going basis by W.B. Hockey, B. Arch. of the Restoration Architecture Section of Parks Canada.

Comprehensive Plan

Recognizing the need for long term planning, the Capital Commission initiated its first comprehensive plan study this past year.

The goal of the comprehensive plan is to prepare a planning document which provides both general and specific guidelines and direction for decision-making purposes regarding amenity provision enhancement and protection in the Capital Improvement District.

More specifically, the goal will be accomplished by pursuing the following objectives:

1. Identify and evaluate existing PCC properties in terms of their ability to assist in meeting PCC mandates.
2. Develop and recommend systematic policies, procedures, guidelines, and actions designed to assist in the achievement of PCC objectives over the next 10 to 20 years.
3. Develop a limited number of proposed site plans designed to accommodate the recommendations outlined above.
4. Identify critical Crown properties in the Capital Improvement District and evaluate their ability to assist in meeting PCC objectives (i.e., enhancement of the amenities of the Capital Region).
5. Collect and review existing related data including the Humboldt Valley Plan, Precinct Plan, Inner Harbour Plan, Harbour Commission Study, etc; and determine relation to and impact on PCC objectives, properties, etc.
6. Develop a proposed implementation strategy for recommendations.
7. Consider the development of an open space system which would categorize Crown and municipal land in the CID according to its open space and amenity enhancement and protection potential.

Development of the comprehensive plan will give consideration to the feasibility/merit of:

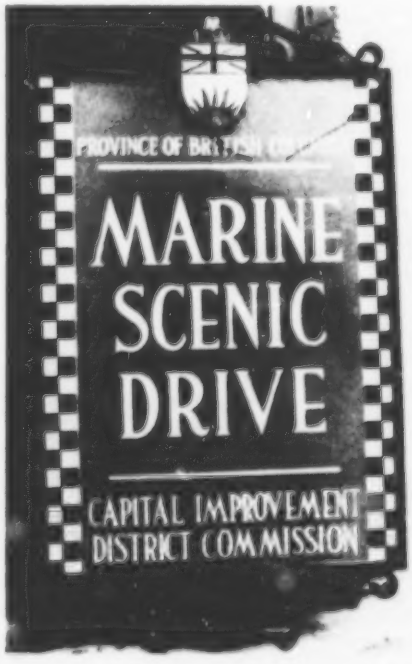
A. developing a standardized maintenance management system for the Capital Improvement District with the cooperation of all municipal authorities.

B. developing standardized open space furniture (i.e,. park benches, tables, etc.) designed for use by agencies in the CID to facilitate uniform and aesthetically appealing appearance and to achieve economies of scale.

C. identifying "Capital Ways," i.e., high profile access routes, through major routes, scenic routes, and other major open space and environmentally attractive sites that might receive high priority for PCC funding and the protection and/or enhancement of which might be encouraged by the PCC.

Preparation of the comprehensive plan shall involve continual contact and communication with all governmental planning and open space agencies in the Capital Improvement District at the federal, provincial, and local levels.

In order to utilize in-house expertise, the study and preparation of the plan is being phased and will consist of three separate but related stages.



Project Identification Programme

Although the Commission has undertaken many beautification projects on its own property and has assisted with the enhancement of numerous other public properties, there has been little effort to identify such efforts for the information of future generations.

As a result, the Commission initiated an identification programme during 1985/86 in an attempt to place plaques on a backlog of such projects.

Placement of the first plaque took place at the official opening of the first phase of Reay Creek Park. The photo of this plaque clearly indicates the nature and format of project identification plaques that were contracted for nine other sites during the year.

Project Identification

The Future

The first 30 years has allowed the Commission to establish a firm foundation and direction for future activities designed to achieve its mandate. In the years ahead the Commission will be pursuing numerous specific activities in addition to its ongoing role as custodian of significant properties in the Capital Improvement District.

Queen's Printer for British Columbia©
Victoria, 1987

MP-1385

A History of the Provincial Capital Commission 1956-1986

Cover Photos:

The Gorge Waterway
Gate of Harmonious Interest
Inner Basin
Centennial Square
Aerial View of Downtown